

APPROVED.

Feb. 28, 1952  
Federal Personnel Council  
U.S.C.S.C.

FEDERAL PERSONNEL COUNCIL  
United States Civil Service Commission  
1626 K Street, N. W.  
Washington 25, D. C.

February 20, 1952

FOR COUNCIL ACTION ON FEBRUARY 28, 1952

TO: Dr. Frederick M. Davenport

FROM: David F. Lawton, Chairman  
Job Evaluation and Pay Committee

SUBJECT: Position Review and Reporting Requirements of the Whitten Amendment.

PLAN OF ACTION

The substance of this report was given verbally to the Council and condensed in the Council Meeting Summary of February 7. It has since been discussed with staff of the House Appropriations Committee and modified in accordance with their suggestions. It is proposed that the Council endorse this report as a recommendation to the Commission for issuance.

Since departments and agencies are pressing for official word, Dr. Davenport is transmitting this report today to the Commission in order that the steps toward issuance may be begun subject to Council endorsement on February 28.

The Council agenda for that date is very full. It will therefore be appreciated if any questions which need immediate answer are submitted by telephone in advance.

ANALYSIS OF THE PROBLEM

The Job Evaluation and Pay Committee has considered Section 1310(d) of the Supplemental Appropriations Act of 1952 which reads as follows:

1. "(d) From time to time, but at least annually, each executive
2. department and agency shall (1) review all positions which since
3. September 1, 1950, have been created or placed in a higher grade or
4. level of difficulty and responsibility of work or in a higher basic
5. pay level, (2) abolish all such positions which are found to be un-
6. necessary, (3) with respect to such positions which are found to be
7. necessary, make such adjustments as may be appropriate in the clas-
8. sification grades of those positions which are subject to the Clas-
9. sification Act of 1949, as amended, or in the basic pay levels of
10. those positions which are subject to other pay-fixing authority.
11. Not later than July 31 of each year each department and agency shall

12. submit a report to the Post Office and Civil Service Committees and
13. Appropriations Committees of the Senate and House of Representatives
14. concerning the action taken under this paragraph, (underscoring
15. supplied) together with information comparing the total number of
16. employees on the payroll on June 30 and their average grade and salary
17. with similar information for the previous June 30, and each annual
18. and supplemental budget estimate shall include a statement comparing
19. the average grade and salary provided for in each item of appropria-
20. tion or fund allowance therein with similar figures reported for the
21. two previous periods."

Concerning the type of report required in lines 12 to 14, "submit a report . . . concerning the action taken under this paragraph," it is the Committee's conclusion that the report should be in narrative form, supplemented for Classification Act positions by a statistical comparison of the average grade and the numbers and percentages of employees in each grade on June 30, 1950 with the same figures for June 30, 1952, together with such explanation or interpretation as may be appropriate. Such a report would enable the Congressional Committees to evaluate the action taken by the agencies to bring about the desired systematic review of the necessity for positions and the accuracy of their classification and grade. (Support is given to this conclusion by the absence of a request for specific statistics similar to that contained in lines 15 through 21.)

Conversely, it is concluded that a primarily statistical report would require numerous interpretations and definitions of terms to prepare, and after compilation would be neither useful nor particularly enlightening. An illustration of the need for such an interpretation, and the problems involved, is furnished by the difficulty encountered in attempting to record numbers of positions created or changed since September 1, 1950. In some agencies numerous positions have been created since September 1, 1950, to staff projects or meet workload requirements. In many cases the need was temporary and the positions have since been abolished. If all such positions were included in a statistical report the figures would be large but meaningless. On the other hand if only the current balance of numbers of positions over a similar figure for September 1, 1950 were required, the accurate reconstruction of the September 1, 1950 figure would be a very time consuming and difficult task. As a consequence most agencies would find it necessary to spend time establishing facts and securing figures rather than devoting such time to carrying out an effective system of periodic review and analysis of positions. A different type of problem is represented by the question of definition of terms to differentiate between a position changed to higher grade and one which is abolished and a new position at a higher grade created in its place. Such questions frequently could only be resolved by reference to old position descriptions or previous supervisors, both of which may be difficult to locate.

While not specifically stated in the Act the position review requirements are interpreted to cover all positions established or changed in grade since September 1950 irrespective of whether they exist within or outside the continental United States.

The Committee has further concluded that coverage of all specified positions by July 31, 1952 is not required. The use of the term "from time to time but at least annually" in line 1 implies that the reviews required should be made within a maximum of one year but does not imply that completion of such

reviews be geared to the ending of the fiscal year. This interpretation is in consonance with the conclusion discussed above concerning the type of report considered necessary. The objective is construed to be the inducement of a systematic yearly review of need for and grading of positions rather than an immediate hasty survey.

It was the final conclusion of the Committee that the requirements of paragraph (d) should be met in a manner which would accomplish basic objectives without disrupting existing management and classification programs having similar objectives.

#### RECOMMENDATIONS

In the light of these considerations the Committee offers the following recommendations for issuance by the Civil Service Commission:

1. Each department or agency will develop a method for making a systematic yearly review of the need for and the proper grade or pay level of all positions affected.
2. These plans may take several forms depending upon the current size, organization structure, and management and classification programs of the agencies. Generally, these will fall into two categories:
  - a. In those agencies which now have established or are now installing a system for accomplishing regularly scheduled reviews of positions by organization segments, the head of the agency will provide for objective reviews of the need for all positions as a basis for the required certification. The review of the accuracy of grades or pay level of all positions, including both those created or changed to a higher grade since September 1, 1950 and prior to September 1, 1950, will be made by the responsible administrative official.
  - b. In agencies which do not have such a system or which may be unable to complete a review of all positions within one year, individual positions created or changed to a higher grade since September 1, 1950 will be reviewed and certification as to need and proper grade or pay level will be made by June 30, 1952. Such agencies will be faced with the problems outlined above concerning identification of affected positions.
3. Each department and agency will prepare and submit to the Congressional Committees concerned, by July 31, 1952:
  - a. A narrative report describing the nature and operations of the plan devised to fulfill the requirements of the law and indicating the progress made up to that time in carrying out the plan, and
  - b. For all Classification Act positions a comparison of the average grade and the numbers and percentages of employees in each grade on June 30, 1950 with the same figures for June 30, 1952, together with such explanation or interpretation as may be appropriate.

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DIVISION OF RESPONSIBILITIES FOR REVIEW OF POSITIONS  
UNDER THE WHITTEN AMENDMENT

	Organization & Methods Officer	Manpower Control Officer	Personnel Officer	Statistical Re- ports Officer	Line Supervisor
Review for need of posi- tion	In agency having staff management office, certifies as to necessity for positions in course of classi- fication survey. This action is usually taken jointly with line supervisor.	In agency having no staff manage- ment office certifies alone or in conjunc- tion with line supervisor.	Takes necessary action to abol- ish positions judged unnecessary by supervisor and/ or organization and methods of manpower control officer.		In agencies with- out staff manage- ment office or without manpower control officer, reviews and certifies.
Review for accuracy of grade or pay level.			Persons having au- thority to deter- mine grade or pay level, reviews & certifies.		Works with per- sonnel office in developing facts about positions.
Report. Part I (Narrative)			Prepares narrative report to the Congress indicating specific plan for review of positions.		

Part II  
(Average grade  
and salary and  
total employ-  
ment.)

Any or all of the officers listed may be involved in preparing this part of the report.